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JOINT PROGRAM LOGISTICS

". . . it is not always possible to have everything go exactly as one likes. In working with Allies it sometimes happens that they develop opinions of their own."

Winston Churchill,
The Second World War (1950)

22.1 DOD POLICY

The Office of the Secretary of Defense (OSD) and Congress encourage Joint programs. These programs provide opportunities to reduce acquisition and logistic support costs and to improve interoperability of equipment in Joint operations.

DoD 5000.2-R states that:

> " Any acquisition system, subsystem, component, or technology program that involves a strategy that includes funding by more than one DoD Component during any phase of a system's life cycle shall be defined as a joint program. Joint programs shall be consolidated and collocated at the location of the lead Component's program office, to the maximum extent practicable. This includes systems where one DoD Component may be acting as acquisition agent for another DoD Component by mutual agreement or where statute, DoD Directive, or the USD (A&T) or ASD (C^3I) has designated a DoD organization to act as the lead (e.g., USSOCOM, BMDO, DARO). In the case of a designated organization given acquisition responsibilities, the CAE of that organization shall utilize the acquisition and test organizations and facilities of the Military Departments to the maximum extent practicable, rather than create new, unique organizations and facilities. The relationship between the designated organization and the Military Departments and Defense Agencies shall be specified in a Memorandum of Agreement (MOA). Mission needs, operational requirements, and program strategies shall be structured to encourage and to provide an opportunity for multi-Component participation. The DoD Components shall periodically review their programs and requirements to determine the potential for cooperation.
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> " The JROC, or Principal Staff Assistant (PSA) for ACAT IA programs, shall review and validate ACAT I or ACAT IA Component MNS and ORDs, as appropriate, and shall recommend establishment of joint programs based on their joint potential. DoD Component Heads shall also

recommend establishment of joint programs. The decision to establish a joint program shall be made by the MDA, who shall designate the lead Component as early in the acquisition process as possible. The decision to establish a joint program shall be based on the recommendation of the JROC for programs that shall be reviewed by the Defense Acquisition Board (DAB), the recommendation of the functional PSA and Assistant Secretary of Defense for Command, Control and Communications (ASD (C3I)) for programs that shall be reviewed by the Major Automated Information Systems Review Council (MAISRC), or the recommendation of the DoD Component Head (or a designated representative) for all other programs.

" The designated lead DoD Component Head shall select a single qualified program manager for the designated joint program. The selected joint program manager is fully responsible and accountable for the cost, schedule, and performance of the system development. In cases where the joint program is a consolidation of several programs with multiple Component program managers, the joint program manager retains responsibility for overall system development and integration.

" A designated joint program shall have one quality assurance program, one program change control program, one integrated test program, and one set of documentation and reports to include one Joint ORD, one Test and Evaluation Master Plan (TEMP), one APB, one DAES, one Quarterly Report for ACAT IA programs, and one Selected Acquisition Report (SAR) for ACAT I programs. The documentation for milestone reviews and periodic reports shall flow only through the lead DoD Component acquisition chain, and shall be supported by the participating DoD Components. Unless otherwise directed by the MDA or agreed to through an Memorandum of Agreement (MOA) signed by all Components, the lead DoD Component shall budget for and manage the common RDT&E funds for assigned joint programs. Individual DoD Components shall budget for their unique requirements. Inter-Component logistics support shall be utilized to the maximum extent practicable, consistent with effective support to the operational forces and efficient use of DoD resources.

" A lead organization shall be designated to coordinate all operational test and evaluation involving more than one DoD Component. A single report on operational effectiveness and suitability will be produced.

" DoD Components may not terminate or substantially reduce participation in joint ACAT ID programs without the approval of the USD (A&T). Before any such termination or substantial reduction is approved, the proposed termination or substantial reduction shall be reviewed by the JROC.

> " The USD (A&T) may require a Component to continue to provide some or all of the funding necessary to allow the joint program to continue in an efficient manner after approval of a Component request to terminate or substantially reduce that Component's participation (10 USC §2311(c)29). Substantial reduction is defined as a funding or quantity decrease of 50% or more in the total funding or quantities in the latest President's Budget for that portion of the joint program funded by the Component seeking to reduce its participation."

22.2 LOGISTICS SUPPORT

Logistics management of joint programs is similar to that of single Service programs, with one major exception — joint program management requires the accommodation of each participating Service's unique requirements resulting from differences in equipment deployment, mode of employment, and support concepts.

In Joint programs, logistics is often the most serious planning constraint. It is important to understand the logistics policies and procedures of both the lead Component and the participating Component to field a sustainable system successfully. Continuous Acquisition and Life-Cycle Support (CALS) should be considered for integration into Joint programs. Failure to achieve logistics agreements with Component logistics chiefs can lead to mandatory reviews and program turbulence. Logistics support plans may be prepared to document the required logistics support if desired by the PM or as advised by the IPTs.

22.3 LOGISTICS OBJECTIVES

Logistics management objectives of joint programs are to:

- realize economies by Joint performance of logistics planning, analysis, and documentation;
- satisfy essential logistic support needs of each Service; and
- effectively attain established readiness and supportability objectives.

22.4 MANAGEMENT ISSUES

There is no overall single structure for the management of Joint programs. The military services should seek to build a structure that responds rapidly to decisions of the lead Service PM and LM and provides a direct information path conveying the requirements of each military service to the PM. Typical staffing of a Joint program office includes the following considerations:

- The lead Service typically establishes a staffing document for the program office; representatives of the participating Services fill the positions. The staffing docu-

ment also designates key positions for the senior representative of each participating Service.

- The participating Services normally assign personnel to fill identified positions in the jointly staffed program office. The senior representative assigned to the program office reports directly to, or has direct access to, the PM and also functions as the participating Service's representative on all issues pertaining to that Service.

- The lead-Service PM usually establishes an IPT, which includes members from the lead and participating Services. The purpose of the IPT is to accomplishment all logistics functions, including the performance of all logistic support analysis for the Joint program.

- Each participating Service normally designates a PM to support the lead-Service PM.

22.5 DOCUMENTATION OF JOINT PROGRAMS

Initial program documentation, beginning with the Mission Need Statement (MNS), is customarily prepared by the Service that first identifies a mission deficiency that cannot be satisfied by a non-material solution. The MNS is prepared prior to establishment of a program. It is forwarded for validation of the need and consideration of Joint potential to the Service's operational validation authority or, for programs with potential to become major defense programs, to the Joint Requirements Oversight Council (JROC). Joint potential should be considered during MNS development including the identification of needs that may cross Service boundaries and coordination with the Services affected concerning the potential for a Joint program. Significant logistics constraints should be clearly identified in the MNS.

The MNS will be further considered by the Milestone Decision Authority (MDA) at Milestone 0 to determine if it justifies further effort. If so, a studies phase will be initiated to identify and evaluate alternatives to meet the deficiency. Normally, an acquisition program, per se, will not yet exist. The Service initiating the MNS will bear responsibility for developing appropriate documentation for the program initiation decision at Milestone I. Some level of support would normally be provided by the other Services if the program has been identified as one with Joint potential. Full consideration of other Service requirements, operational concepts, and logistics support systems is crucial during this study phase. Many of the basic logistics system design decisions are made here.

Once a joint program is formally established at MS I, a lead Service (normally, but not always, the Service that initiated the MNS) will be designated. From that point forward, the lead Service has primary responsibility for all program documentation. Joint program milestone documents are single documents with separate appendices, when required, to support Service-peculiar requirements.

22.6 LOGISTICS FUNDING FOR JOINT PROGRAMS

Each participating Service uses its own Service channels to identify program requirements to OSD. However, the Joint PM maintains overall responsibility for identification of total funding requirements and their inclusion in a Joint Program Funding Plan. The Joint PM also consolidates contracting requirements and contract awards for the entire development and production program. The participating Services transfer the required obligational authority to the Joint Program Office or that office's supporting command for this purpose.

22.7 UNIQUE LOGISTICS REQUIREMENTS

As previously stated, the Services will often operate the systems with differing operating profiles, supply, maintenance support concepts, and unique support equipment. Techniques to accommodate essential Service — unique requirements within the framework of common approaches are discussed in the subsections below.

22.7.1 Support Analyses

Logistics Managers (LMs) of a Joint-Service Program should endeavor to reach agreement on common models for each analytic technique applied to the Joint system. Use of common models will reduce the total analytical effort and also reduce differences in the results obtained. Some differences will remain due to Service variations in logistic parameters, e.g., order and ship time, and maintenance concepts.

22.7.2 Technical Publications

The Services have different requirements for technical publications, manuals, and orders. In addition to the variations in support concept, operational role, and configuration mentioned in the previous paragraph, there could also be differences in the reading comprehension levels of the target audience. The Services generally have been successful in accommodating those differences in Joint-use technical orders and technical manuals, especially when the Joint approach begins at program initiation. Reading comprehension levels occupy a range rather than a precise point value; the Services seek a single target level that satisfies the needs of each Service. Other differences are covered in the body of the specific publication or in Service supplements.

22.7.3 Training

Training requirements vary. The Services employ different skill specialty code systems as well as different maintenance concepts. Single location training for a Jointly used system can still be cost-effective and should be considered early in the planning cycle. As one example, Air Force and Army personnel receive common maintenance training on the TSC 94 and TSC 100 satellite terminals at the Army's Ft. Gordon training facility.

22.7.4 Depot Maintenance Interservicing (DMI)

DMI studies seek to avoid unnecessary duplication of facilities and equipment among the Services. The studies have been performed effectively for both single Service and multi-Service new starts. Interservicing plans for Joint programs should be addressed in the Joint logistics plan. This approach has been applied very effectively on Joint programs. The TRI-TAC Program develops tactical communications systems used by the Army, Navy, Air Force, and Marine Corps. The PM has identified TRI-TAC items to be managed by individual Services. The designated Service then provides depot support for all users of that system.

22.8 SUMMARY

- Joint implementation of logistics planning, analyses, and documentation can reduce total logistics support costs and meet essential needs of each Service.

- As with single-Service programs, effective Joint logistics programs require early planning starting prior to Milestone 0 and continuing during the Concept Exploration phase and beyond.

- Jointly staffed program offices and effective inter-Service communication have been major contributors to the success of Joint program management.